

Central City Area Plan



Adopted by the Bradley County Regional Planning Commission

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Plan Overview

The **2035 BCC Joint Strategic Plan** identified three areas within Bradley County requiring additional analysis in order to plan for and accommodate anticipated regional growth. The plan forecasts that Bradley County will receive an influx of 32,000 new residents by 2035, increasing total county populations to 131,212 residents. To accommodate this estimated growth, the plan identified areas for reinvestment, managed growth, and rural preservation. The Central City Area was identified as a reinvestment area, and was recommended for a small area study to analyze the impact of growth on the area and to envision a reinvigorated central city. The **Central City Area Plan** is the result of this targeted planning study.

The **2035 BCC Joint Strategic Plan** offers various guidelines and recommendations when working within the context of a reinvestment area:

- The Reinvestment Areas will exemplify the best of traditional and contemporary urban form, through thoughtful mixes of land use, multi-use buildings, residential densities that support walkable neighborhoods, and multi-modal travel options.
- Community quality and character will be the result of targeted preservation, maintenance, reinvestment, and redevelopment efforts.
- The public spaces, sidewalks, roads, trails, and parks will be accessible, attractive, and well-maintained.
- Infrastructure and public facilities will be expanded and upgraded as necessary to continue providing high quality services to existing and future populations.
- Growth will be accommodated through adaptive reuse of historic or older structures, infill, and redevelopment of underutilized industrial or commercial land.
- Underutilized, vacant, and potentially reusable industrial or commercial properties will be inventoried and marketed for redevelopment, infill, or adaptive reuse.
- Essential civic and cultural destinations will be accommodated in these areas to promote community identity and preserve cultural resources.

Coordinated Plans

- Economic development efforts will assist in the accomplishment of reinvestment and intensification by promoting these areas as viable candidates for businesses.

COORDINATED PLANS

This area plan was developed for the Central City Area, located in the southeastern portion of the City of Cleveland, including some adjacent portions of unincorporated Bradley County. The **Central City Area Plan** was drafted in conjunction with two other area plans: the **Northern Corridor Area Plan** and the **Southern Corridor Area Plan**; and three comprehensive plans: the **Bradley County Comprehensive Plan**, the **City of Cleveland Comprehensive Plan**, and the **City of Charleston Comprehensive Plan**. Known collectively as the **BCC Joint Comprehensive Plans**, this group of documents plans for anticipated growth in Bradley County and coordinates among various jurisdictions, departments, and agencies to analyze how to best accommodate future growth in the region.

PLAN CONTENTS

This plan is a guide for public decision making and future development within the study area. It will be used by elected and appointed officials to evaluate future proposals or policy changes to ensure consistent decisions are made.

The plan is structured as follows:

- **Vision:** statements expressing the desired future for the study area.
- **Plan Goals:** statements of desired outcomes, or the major aspirations of this plan.

The vision and plan goals resonate throughout the plan's four chapters.

- **Chapter 1: Area Profile** introduces the study area, providing current geographic, socioeconomic, infrastructure and facility, character, and development capacity information.
- **Chapter 2: Targeted Planning Challenges** discusses the topics of concern or interest that were introduced to the planning process by the public, the planning team, and the area sub-committee.
- **Chapter 3: Master Plan** addresses those challenges presented in Chapter 2. This chapter includes the plan vision, plan goals, and recommendations for future development within the study area.
- **Chapter 4: Action Strategies** describes the strategies the city may act upon to implement the plan.

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Chapter 1: Area Profile

OVERVIEW

It is important to understand a planning area's current conditions before making recommendations for and working towards a vision for future development. This chapter discusses the following existing conditions for the Central City Area (CCA):

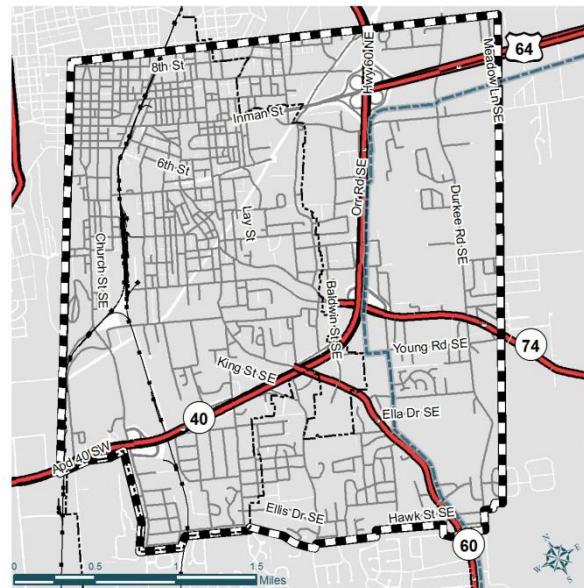
- Geographic Profile
- Socioeconomic Profile
- Infrastructure & Facilities
- Quality of Life
- Capacity for Growth

GEOGRAPHIC PROFILE

The CCA, shown in the figure to the right, contains land in both the City of Cleveland and unincorporated Bradley County, and is approximately 7.8 square miles or roughly 5,000 acres in size. The boundaries of the CCA are listed in the table, below.

AREA THOROUGHFARES

The CCA contains several major thoroughfares. APD 40 intersects the area, running west to east from Blue Springs Road to Spring Place Road SE before turning northward to the cloverleaf interchange at Inman Street. Inman Street serves as a major gateway to the downtown and Central Business District, and functions as the major east- and west-running



corridor through downtown and the Central Business District. Due to its importance in the downtown and the CCA, Inman Street is the major roadway of concern for improvements recommended in the **2004 Downtown Master Plan**.

Two major corridors intersect the CCA from north to south: Wildwood Avenue and Spring Place Road SE. The Wildwood Avenue corridor runs from north to south through the study area before transitioning to Dalton Pike/State Route 60 south of APD 40, serving as a connection to Whitfield County, Georgia. Spring Place Road SE intersects Wildwood Avenue north of APD 40, and becomes Highway 74 southeast of APD 40, providing a connection to Murray County, Georgia. In addition to these major corridors, the Norfolk Southern Railroad runs north to south through the CCA with a major rail yard located in the center of the study area.

AREA DRAINAGE

Several areas within the CCA study area are vital to regional drainage patterns and are prone to flooding due to area topography. The portion of the CCA within APD 40 serves as the drainage basin for a Mouse Creek tributary, Woolen Mill Branch, and the streams and storm drains that feed Dye Creek. Additional low lying land is located to the east of APD 40 between Waterlevel Highway and Blue Springs Road. This area is comprised of approximately 300 acres and is mostly undeveloped due to frequent flooding and poor drainage.

SOCIOECONOMIC PROFILE

The Central City Area (CCA) is comprised of the entirety of U.S. Census tract 108, a large majority of tract 107, approximately half of tracts 109 and 110, and 25% or less of tracts 103, 104, and 105. The statistics included below account for the percentages of populations relative to each census tract located within the area and represent a proportional estimate. Unless otherwise noted, the included data was received from the 2010 Census.

DEMOGRAPHICS

Population

The CCA includes approximately 26,971 residents within the study area boundaries. Since the study area extends across city boundaries, these residents are distributed between the City of Cleveland and unincorporated Bradley County.

Population				
	Central City Area	City of Cleveland	Bradley County	State of Tennessee
2010	26,971	41,285	98,963	6,346,105

Racial Composition

When analyzing racial composition for the CCA study area as a whole, the composition is similar to that of the City of Cleveland. However, populations residing in portions of the study area within APD 40 represent higher percentages of non-white residents, showing similarities to statewide demographics. Demographic data for the CCA also showed a higher instance of individuals associating with two or more races when compared to the city, Bradley County, and the State of Tennessee. Overall, the Central City Area exhibits the greatest racial diversity within the City of Cleveland and Bradley County.

Racial Composition				
	Central City Area	City of Cleveland	Bradley County	State of Tennessee
White	84.4%	83.9%	90.3%	77.6%
Black or African American	8.2%	7.4%	4.3%	16.7%
American Indian or Alaska Native	0.5%	0.4%	0.3%	0.3%
Asian	0.5%	1.5%	0.85	1.4%
Native Hawaiian or other Pacific Islander	0.1%	0.1%	0.1%	0.1%
Other Race	3.4%	4.3%	2.4%	2.2%
Two or More Races	2.9%	2.4%	1.8%	1.7%

<i>Racial Distribution within the CCA</i>		
Race	% Within APD 40	% Outside APD 40
White	79.80%	93.00%
Black or African American	11.10%	2.80%
American Indian or Alaska Native	0.60%	0.03%
Asian	0.70%	0.03%
Native Hawaiian or other Pacific Islander	0.10%	0.00%
Other Race	4.30%	0.02%
Two or More Races	3.40%	0.02%

Population Age

The population of the CCA is relatively young in age compared to that of the City of Cleveland and Bradley County, as the number of households with children under the age of eighteen is slightly higher than Bradley County's rate. The median age of CCA study area residents is 33.7, which is less than the median age of residents of the City of Cleveland (median age of 34.8) and Bradley County (38.2) as jurisdictional wholes, as well as the State of Tennessee (38.0).

<i>Population Age</i>				
	Central City Area	City of Cleveland	Bradley County	State of Tennessee
Under 5 years	7.3%	6.5%	6.1%	6.4%
5 to 9 years	6.9%	6.2%	6.5%	6.5%
10 to 14 years	6.2%	5.7%	6.6%	6.6%
15 to 19 years	7.8%	7.9%	7.1%	6.9%
20 to 24 years	10.0%	10.7%	7.3%	6.7%
25 to 29 years	7.2%	7.1%	6.0%	6.6%
30 to 34 years	7.0%	6.1%	6.2%	6.4%
35 to 39 years	6.6%	6.0%	6.6%	6.7%
40 to 44 years	6.3%	6.0%	6.9%	6.8%
45 to 49 years	6.6%	6.3%	7.4%	7.4%
50 to 54 years	6.1%	6.1%	7.0%	7.2%
55 to 59 years	5.4%	5.5%	6.2%	6.5%
60 to 64 years	4.8%	5.0%	5.9%	5.8%
65 to 69 years	4.0%	4.2%	4.8%	4.4%
70 to 74 years	3.0%	3.3%	3.5%	3.3%
75 to 79 years	2.2%	2.8%	2.6%	2.4%
80 to 84 years	1.5%	2.3%	1.8%	1.8%
85 years and over	1.1%	2.2%	1.4%	1.6%

Households with Children under 18				
	Central City Area	City of Cleveland	Bradley County	State of Tennessee
2010	30.0%	27.1%	29.1%	28.4%

HOUSING & HOME OWNERSHIP

According to the Urban Land Institute, economic decline has created a shift in occupancy trends from home ownership to rental. Additionally, according to Robert Charles Lesser & Company, a knowledge solutions provider to the real estate industry, 69% of Americans at age 30 were renters in 2011. When these statistics are paired with changes in younger generations' consumer preferences towards rental units, the importance of rental units and a diverse housing stock becomes apparent. The CCA provides a considerable amount of rental housing, particularly within APD 40.

Housing Tenure				
	Central City Area	City of Cleveland	Bradley County	State of Tennessee
Owner	50.8%	48.6%	66.5%	68.2%
Renter	49.2%	51.4%	33.5%	31.8%

Housing Tenure within the CCA		
	Within APD 40	Outside of APD40
Owner	37.9%	77.5%
Renter	62.1%	22.5%

Housing Occupancy Rates				
	Central City Area	City of Cleveland	Bradley County	State of Tennessee
Percent Occupied	89.6%	90.3%	91.7%	88.7%
Percent Vacant	10.4%	9.7%	8.3%	11.3%

INCOME & EMPLOYMENT

Median household income in the CCA is among the lowest in the county. These low income levels can be attributed to the aging housing stock in close proximity to downtown and a concentration of multi-family housing units with landlords participating in the Housing Choice Voucher Program. A majority of the Cleveland Housing Authority's public housing units are located within the CCA as well. The unemployment rate is almost 3% higher than that of the City of Cleveland according to the U.S. Census Bureau's 2010 American Community Survey (ACS) 5-year estimate.

<i>Income & Employment</i>				
	Central City Area	City of Cleveland	Bradley County	State of Tennessee
Median Household Income	\$26,961	\$36,270	\$40,032	\$43,314
Percent Below Poverty Line	25.0%	21.0%	11.6%	16.5%
Percent Unemployed	12.8%	9.9%	8.9%	8.6%

INFRASTRUCTURE & FACILITIES

Due to its location in proximity to the core of the City of Cleveland, the CCA features an abundance of infrastructure, which includes roadways and transportation facilities, utilities, and public buildings and facilities, particularly within the corporate city limits. This section provides an overview of the area's existing infrastructure and facilities.

As Bradley County and the City of Cleveland grow, and as the CCA experiences redevelopment and infill development, demand for quality infrastructure, facilities, and services will rise. Information and recommendations on accommodating future service demand can be reviewed in the *City of Cleveland Comprehensive Plan* and the *Bradley County Comprehensive Plan*.

TRANSPORTATION

The Central City Area contains major and minor arterials, major and minor collectors, and local roads - all of which contribute to a street network that promotes a variety of travel options between destinations. Sidewalks are provided in some areas of the CCA, although installation is sporadic and the network lacks the interconnectivity essential to populations reliant upon modes of non-vehicular transportation.

The City of Cleveland's greenway connections provide safe and accessible recreation opportunities within the city limits. The greenway also serves as a well-utilized commuter route for many residents. The greenway system intersects the northwestern most corner of the CCA at the Village Green development, and a greenway connector runs north on South Ocoee Street at the Inman Street intersection.

Norfolk Southern Railroad rail lines run through the City of Cleveland and run parallel to South Ocoee Street through the CCA. The lines are operational and serve as a critical connection between industrial centers of the area and destinations throughout the region. Many of the industrial properties within the CCA have been or will be vacated, shifting the function of the rail lines from carrying goods out of the city to carrying goods through the city.

UTILITIES

The CCA is serviced by Cleveland Utilities (CU), which provides electric, water, and sewer services to area customers. While utility connections and services are available in the majority of the study area, some southern and eastern portions of the CCA are not serviced. CU provides wastewater service within the corporate boundaries of the City of Cleveland and a small portion outside of the current city limits. CU has no plans to extend sewer beyond the divide due to terrain limitations.

FACILITIES

Public facilities include government buildings, schools, government operation centers, libraries, police and fire stations, parks and open space, and other local government and community buildings and property. Due to its proximity to the core of the City of Cleveland and centralized location in the county, the CCA is home to, or within close proximity of, many public facilities.

<i>Central City Area Facilities</i>	
Category	Facility
Education	Blythe Bower Elementary School
	Oak Grove Elementary School
	Teen Learning Center
Public Safety	Bradley County Sheriff (Justice Center)
	City of Cleveland Police Department
	Bradley County Fire and Rescue
	(2) City of Cleveland Fire Departments
Parks & Recreation	South Cleveland Community Center
	Johnson Park
	Museum Square
	Mike Burke Park
	Northeast Recreation Center
	Blythe Avenue Park
	Mosby Park and Pool
Other Facilities	Greenway trail connections
	Cleveland/Bradley County Public Library
	Museum Center at Five Points
	Bradley County Courthouse
	Bradley County Courthouse Annex
	Cleveland City Hall

QUALITY OF LIFE

When comparing the CCA to the City of Cleveland and Bradley County, the CCA exhibits the greatest racial, ethnic, and age diversity, particularly within APD-40. While this diversity is a great asset to the community, it is offset by income limitations as median household income levels within the CCA are considerably lower than city and county averages. Many of the neighborhoods within the CCA are among the oldest in Cleveland, resulting in an aging housing

stock. The infrastructure in industrial areas is also aging, and many of the industrial properties have been or will be vacated. Other industrial properties are underutilized with outdated structures that are inadequate for current methods of manufacturing. The lack of maintained structures south of downtown has hindered economic development in the area and has decreased the aesthetic character, contributing to neighborhood decline.

While the CCA contains an acceptable level of goods and services, the demographic profile of the area presents a problem with respect to the utilization of these goods and services. According to the Cleveland Area Metropolitan Planning Organization's (MPO) **2035 Long Range Transportation Plan**, the percentage of the population without a vehicle in the City of Cleveland is greatest in the CCA. The neighborhood directly south of the Whirlpool site includes a population in which 20% or more do not own a vehicle. These percentages drop slightly further south and east of the neighborhood, with the remaining residential areas within APD 40 hosting a population in which 10% to 20% of residents do not own vehicles. While the utilization of alternative modes of transportation is an area strength, the non-motorized transportation network is disconnected with sidewalks and bike lanes installed sporadically throughout the CCA. The overall residential character of the CCA lacks a diverse housing stock close to downtown. Variations in median household income has led to income segregated neighborhoods, as households with higher incomes have sprawled south and east, particularly beyond APD 40. In order to capitalize on the downtown's economic vitality and create a thriving community, efforts should be made to expand housing diversity and supply, provide more recreational opportunities, and implement an efficient non-motorized transportation network of sidewalks and bike lanes within the area to accommodate lower-income populations.

CAPACITY FOR GROWTH

The **2035 BCC Joint Strategic Plan** forecasts that Bradley County as a whole will experience an increase of approximately 32,000 residents by 2035. The **2035 BCC Joint Strategic Plan** analyzed possible distributions of this potential growth and the implications of each possible distribution on infrastructure and facilities and estimated that the City of Cleveland should plan to accommodate 45% of this growth, while the remainder of the county should plan to absorb 55% of the growth.

With future growth in mind, it is likely that the Central City Area will absorb a portion of growth within the City of Cleveland, as well as a portion of the growth occurring in unincorporated Bradley County. Due to the existing infrastructure and utility connections and the availability of redevelopment and infill opportunities, the CCA has capacity to accommodate future growth in underutilized, abandoned, or vacant sites. CU estimates that current systems are adequate to accommodate flow and waste rates produced by the anticipated population growth.

The property taxes generated in the area are low compared to the rest of the City of Cleveland and Bradley County. Vacant and underutilized industrial properties present an opportunity to attract new employment centers, create more recreational opportunities, and attract multi-family housing developers to accommodate populations of diverse lifestyles and economic backgrounds. Reinvestment in the CCA should include reinvestment in current public facilities

to expand capacity and improve quality as needed. Due to the proximity of the CCA to the core of Cleveland, reinvestment and growth within the CCA may serve as a catalyst for promoting reinvestment in downtown.



Chapter 2: Targeted Planning Challenges

OVERVIEW

Throughout the planning process, members of the public were asked to participate in various exercises to identify strengths, weaknesses, opportunities, and threats within the CCA. The suggested items were then reviewed and discussed by the planning team and the area sub-committee, and evolved into the “targeted planning challenges” this plan. The challenges identified for the CCA include:

- Vacancy Rates
- Housing
- Connection with the Downtown Plan
- Brownfield Redevelopment & Reuse
- Greenway Connections
- Neighborhood Safety
- Infrastructure & Service Availability
- Mobility
- Flood Management
- A Pedestrian Friendly Downtown
- State Route 60 – Dalton Pike Improvements

VACANCY RATES

Vacancy rates should be broken out and analyzed separately in the context of residential units, commercial space, and industrial space. As discussed in **Chapter 1: Area Profile**, just over 10% of residential units in the CCA are vacant, a rate higher than that seen in both the City of Cleveland and Bradley County. Commercial vacancy rates create challenges in the City of Cleveland’s Central Business District (CBD) and the commercial corridor of Dalton Pike, as well as in sporadic instances throughout the study area. Within the CBD, occupied storefronts

contribute to a vibrant downtown; however, much of the second-floor office and storage space is underutilized. According to a staff-led windshield survey of Wildwood Avenue/Dalton Pike, approximately 17 storefronts in the area between Inman Street and 20th Street NE are vacant. Similarly, approximately 14 storefronts along Inman Street/Waterlevel Highway between Ocoee Street to APD 40 are vacant. Industrial vacancy is a growing issue in the CCA as a majority of the industrial buildings built prior to 1965 are currently vacant and contribute to the approximately 1,000,000 square feet of vacant industrialspace in the study area.

PROPERTY OWNERSHIP & RENTAL RATIOS

A balance of renter-occupied and owner-occupied housing provides housing options and attracts new residents of various economic backgrounds and lifestyles. When analyzed by census tract, rental rates within the CCA range from just over 20% to 77%, whereas the rental rate for Bradley County in its entirety is 34%. The CCA features a higher concentration of rental units in some areas due to its location in proximity to the CBD and the availability of urban levels-of-service. All 426 traditional public housing units controlled by the Cleveland Housing Authority and a portion of the rental units approved for the Housing Choice Voucher Program are located within the CCA, contributing to high rental ratios in some portions of the study area.

HOUSING – MIX, TYPE, & MAINTENANCE

Housing type and age also contribute to the balance of housing options in an area. Housing type within the CCA ranges from the City of Cleveland’s tallest building – the seven-story Cleveland Summit Apartments – to typical 1960s and 1970s ranch style subdivisions and newly constructed multi-family complexes. The study area also features a range in housing age, as the area contains many new developments near APD 40, as well as the City of Cleveland’s oldest residence, the historic Raht House.

CONNECTION WITH THE DOWNTOWN PLAN

In 2004, Mainstreet Cleveland partnered with Ross/Fowler, PC to produce the **2004 Downtown Master Plan**. The plan is well-suited for the City of Cleveland and has served the downtown well. As implementation is ongoing, and continued implementation of the plan is recommended, it is critical that future planning efforts reflect the recommendations of the plan.

BROWNFIELD REDEVELOPMENT & REUSE

The CCA contains many vacant industrial sites and buildings - remnants of the City of Cleveland’s industrial past, left underutilized as trends push industrial development outward from the city. Therefore, the CCA features an abundance of obsolete and undeveloped industrial sites. Some of these sites are hazardous, and some contain petroleum. The proximity of these sites to the downtown area creates an opportunity for redevelopment and reuse.

GREENWAY CONNECTIONS

In June of 1998, the City of Cleveland received a grant to begin construction on Phase I of the greenway, a system of recreational trails throughout the city. When the master plan is complete, the greenway will run from Mohawk Drive to Village Green. The Greenway provides many

Overview

benefits to the community, including contributing to a healthy lifestyle and expanding the city's pedestrian and bicycle network. The **Cleveland Area MPO Bicycle and Pedestrian Plan** proposes concepts for additional greenway connections and greenway trails, contributing to a proposed 16-mile greenway network. Due to the high number of residents without vehicular transportation and dense residential areas, greenway connections and safe pedestrian and bicycle routes are vital for the future of the CCA.

NEIGHBORHOOD SAFETY

Neighborhood safety encompasses many elements, including pedestrian connectivity and crime rates. A common concern regarding neighborhood safety in the CCA is the lack of sidewalks, especially in neighborhoods with schools, recreational facilities, and children. In addition, drug abuse, distribution, and drug-related crime create neighborhood safety concerns. Eastern Tennessee has an abnormally high rate of methamphetamine production and consumption, and prescription drug abuse has increased in prominence throughout the United States. The construction of safe pedestrian routes and the incorporation of elements of Crime Prevention through Environmental Design can help improve neighborhood safety.

INFRASTRUCTURE & SERVICE AVAILABILITY

Due to the availability of sewer mains and existing infrastructure within the CCA, the study area is a prime location for redevelopment and infill development. Redevelopment and infill development within the CCA utilizes the area's existing infrastructure and utility capacity to accommodate future growth rather than requiring infrastructure expansion to accommodate growth.

MOBILITY

Traffic congestion, especially along Wildwood Avenue/Dalton Pike, should be addressed prior to growth and redevelopment. Alternative options to automobile-oriented transit improve the overall quality of life by offering transportation options which could potentially improve residents' health. Safe pedestrian and bicycle routes promote healthy lifestyles and provide connections to community amenities for residents lacking reliable transportation.

FLOOD MANAGEMENT

As discussed in **Chapter 1: Area Profile**, much of the CCA is comprised of low-laying land located in the 100-year floodplain. Three regional detention ponds have recently been constructed in the CCA, providing some relief to flooding. Additional mitigation and prevention options such as channeling and vegetation should be considered to further reduce the frequency of flooding in the area.

A PEDESTRIAN FRIENDLY DOWNTOWN

The **2004 Downtown Master Plan** and the **Cleveland Area MPO Bicycle & Pedestrian Plan** include recommendations to improve pedestrian connectivity along Inman Street and within the CBD. As pedestrian safety is a vital component of a vibrant downtown, the importance of pedestrian connectivity is reiterated in this plan.

STATE ROUTE 60-WILDWOOD AVENUE-DALTON PIKE IMPROVEMENTS

Improvements to Wildwood Avenue/Dalton Pike should be considered to address current congestion problems and to accommodate future populations. The **2035 Long Range Transportation Plan** contains an illustrative project for improvements to Wildwood Avenue from Inman Street to APD 40; however, it does not list improvements on the financially feasible list of projects which qualify for state and/or federal funding. Improvements to the roadway should be considered and planned prior to area growth and redevelopment. Recent improvements included in this corridor include new sidewalks in limited areas, and a bikeway has been identified which will be painted when the corridor is repaved.



Chapter 3: Master Plan

OVERVIEW

The **Central City Area Master Plan Map** strives to be the physical manifestation of the vision and goals of this plan and serves as the culminating piece of this planning process, depicting the planned location and character of growth and development within the CCA. The future land use categories shown on the map represent the envisioned development for various areas within the study area. Although these designations are meant to be general and are not intended to be parcel-specific in nature, they present the characteristics of envisioned development for the CCA. Many recommendations, planned roadway connections, and future land use areas strongly correlate to and reflect the recommendations within the *City of Cleveland Comprehensive Plan*. This area plan should be used in concert with the comprehensive plan to ensure cohesive development within the City of Cleveland and to work towards achieving the vision and goals of both plans.

This section includes the following components:

- Plan Vision
- Plan Goals
- Future Land Use Recommendations
- Future Utility Service Areas

PLAN VISION

In the future, the Central City Area will be an urban center of mixed-use developments where citizens of all incomes, age, and backgrounds will reside and benefit from the proximity of downtown businesses and attractions as well as a safe and pedestrian friendly network of walkways, greenways and open space. Vacant and underutilized industrial spaces along the railroad will be replaced by new employment centers, parks, and multi-family housing opportunities. The south side neighborhood will be preserved with new infill housing on once vacant lots and convenient neighborhood parks. The redeveloped Whirlpool site will become

the catalyst for reinvestment in the downtown and the major thoroughfares will be safe routes for all motorists, cyclists, and pedestrian to use concurrently to arrive to school, work, and downtown locations.

PLAN GOALS

Goals are broad statements of desired outcomes. In the context of a planning process, goals reflect targets within the community's vision for the future and serve as statements to direct policy decisions, development, and general progress towards the area's vision. These goals have been established to realize the vision and should be viewed as priorities for community leaders when making future decisions affecting the CCA.

VACANCY RATES

Increase building occupancy within the Central Area, particularly in locations inside the city limits .

PROPERTY OWNERSHIP /RENTAL RATIOS

Balance the ratio of owner occupied and renter occupied housing in this area, allowing for both opportunities in a well maintained environment.

HOUSING MIX / TYPE/ MAINTENANCE

Increase mixed -use development in CCA with more infill multi- family housing to accommodate expected growth.

CONNECTION WITH DOWNTOWN PLAN

Implement The 2004 Downtown Master Plan .

BROWNFIELD REDEVELOPMENT /REUSE

Vacant and blighted industrial properties, particularly parallel to the railroad tracks, will utilize brownfield redevelopment & infill practices to accommodate mixed - use/industrial development/open space/recreation.

Redevelop the Whirlpool site in coordination with Whirlpool and the surrounding community's engagement and input into a redevelopment strategy .

GREENWAY CONNECTIONS

Implement bicycle & pedestrian transportation plans and extend the Greenway into Downtown.

NEIGHBORHOOD SAFETY

Implement Principles of Crime Prevention Through Environmental Design (CPTED), especially in areas designated for redevelopment and reinvestment.

INFRASTRUCTURE / SERVICE AVAILABILITY

The city and county will capitalize on the availability of sewer main capabilities and Infrastructure within the CCA to accommodate expected growth.

MOBILITY

Analyze roadway safety to identify barriers to mobility, and make necessary improvements to ensure safe and efficient movement for users of all modes of transportation.

Provide clear directional signage guiding traffic from ADP 40 and other major routes into downtown.

FLOOD MANAGEMENT

Flood Remediation will be an important component of infill redevelopment, economic development, and the aesthetic character of the CCA.

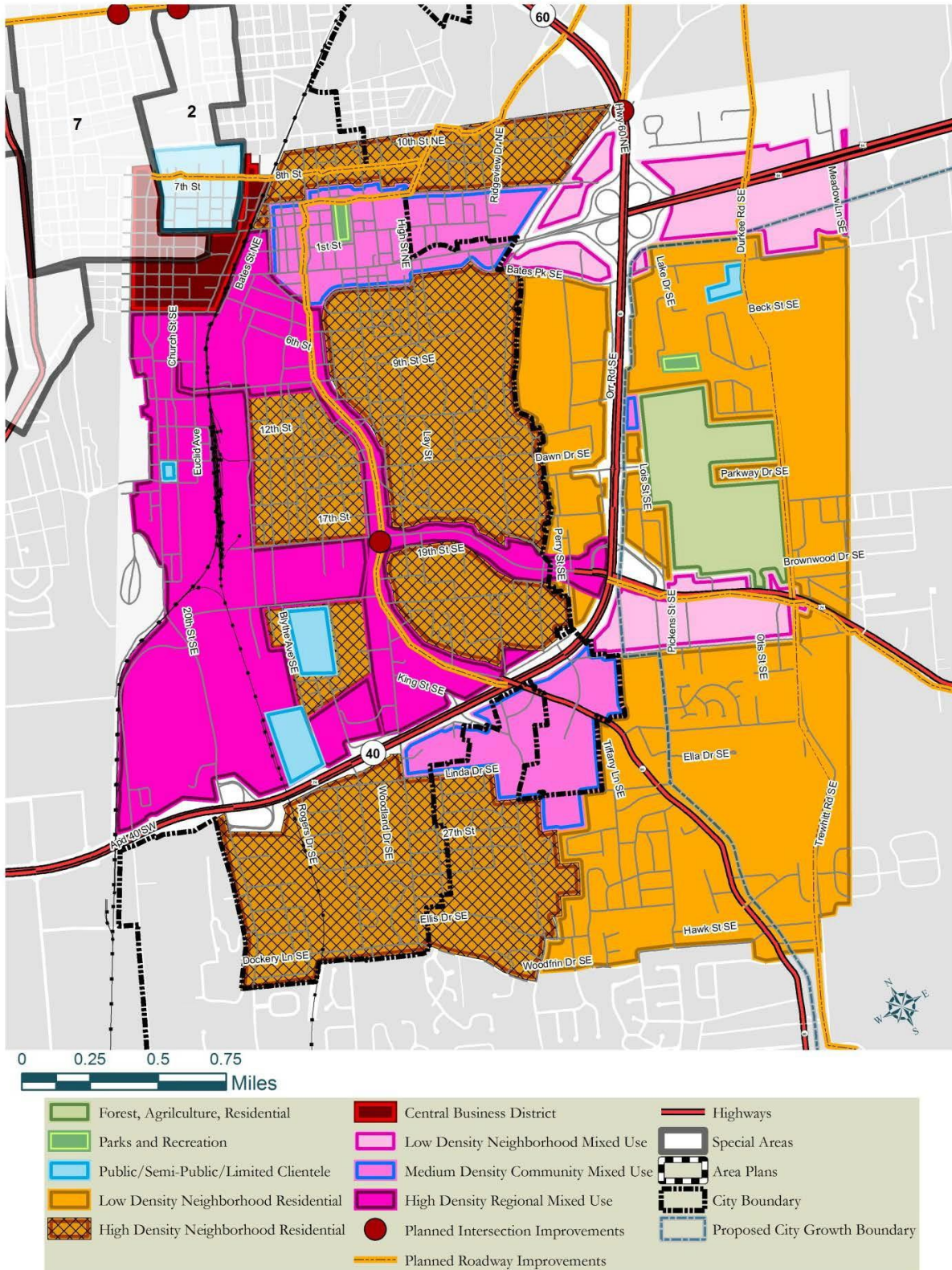
INMAN STREET – MAKING STREETS MORE PEDESTRIAN FRIENDLY IN THE DOWNTOWN

Implement of the 2004 Downtown Master Plan and 2008 Bicycle & Pedestrian Plan to address traffic calming techniques to promote increased pedestrian use.

STATE ROUTE 60-WILDWOOD AVENUE-DALTON PIKE IMPROVEMENTS

Pursue planned roadway improvements to Wildwood Avenue/ Dalton Pike.

CENTRAL CITY AREA MASTER PLAN MAP



FUTURE LAND USE RECOMMENDATIONS

The **Central City Area Master Plan Map** and future land use category descriptions are intended to be used together to provide general direction in the quality, intensity, and locations of various land uses appropriate in various areas of the CCA. Descriptions include a narrative description of character, some images of example uses, and supporting recommendations. Some areas were identified for additional or more specific recommendations are discussed in the following section on Future Land Use Special Areas.

The future land use categories applied in the CCA include:

- Parks and Recreation
- Public/Semi-Public
- Forest, Agriculture, Residential
- Low-Density Neighborhood Residential
- High-Density Neighborhood Residential
- Low-Density Neighborhood Mixed-Use
- Medium-Density Community Mixed-Use
- High-Density Regional Mixed-Use
- Central Business District

Parks and Recreation

The parks and recreation category represents land currently used for active or passive recreational uses and open spaces. The area served should be considered when determining the function and scale of future parks and recreational spaces, with smaller spaces being incorporated into existing neighborhoods and denser urban areas.



Land Use Recommendations

1. Parks and recreation areas designed for neighborhood and community use should be located near areas of residential development and integrated into existing communities when possible.
2. Parks and recreation facilities should be designed to emphasize pedestrian and bicycle connectivity both on site and to the larger community.
3. Coordinate with other departments, agencies, and jurisdictions when developing future facilities to work towards a cohesive and accessible parks and recreation network and to ensure cooperation and compatibility.
4. Capitalize on the opening up of the Woolen Mill Branch to include additional park area and open space within the CCA.

Example Uses

- Public or private parks and open spaces
- Public or private recreation centers and athletic complexes
- Bicycle, pedestrian, and hiking trails

Public / Semi-Public

The public/semi-public category includes publicly owned or operated facilities and institutional non-governmental uses. Public areas include uses relating to community services, such as government buildings, community centers, and educational facilities. The scale of public facilities should be determined based on the populations and projected populations served. The areas designated on the **Master Plan Map** represent existing or planned locations for public uses. Additional, unidentified locations for public uses may be located in other areas.



Land Use Recommendations

- The location of future facilities should be coordinated with other agencies and departments to identify opportunities for co-location of related facilities and to ensure cooperation and compatibility of future facilities.

Example Uses

1. Government offices
2. Public utilities and facilities
3. Libraries and schools

4. Public parks and open space

Forest, Agriculture, Residential

The forest, agriculture, residential category addresses a range of land uses associated with rural and low-intensity development. Within the CCA, this category is applied to an area of land in the eastern portion of the study area which has been maintained in a natural forested state due to environmental constraints. This area may accommodate low-intensity development in the future, such as low-density single-family housing.



Example Uses

- Agriculture and animal husbandry
- Agri-business and boutique agriculture
- Single-family residential homes
- Retail and service uses along Rural Corridors

Low-Density Neighborhood Residential

The low-density neighborhood residential category allows for single-family dwellings, but also provides the opportunity for attached units and small-scale multi-family buildings as the area transitions to higher density residential uses, commercial centers, or mixed-use centers. Densities in low-density neighborhood residential areas range from two to eight units per acre, with sensitivity to the existing neighborhood context.



Land Use Recommendations

- The desired character of low-density neighborhood residential areas varies by location. Areas near lower density residential neighborhoods and exclusively single-family areas

may be higher density single-family in character, whereas areas located in more developed areas of the city and closer to the core may reflect lower density mixed urban neighborhoods with an assortment of single-family detached and attached units. New residential development should be sensitive to existing character, in terms of density and dwelling type. In cases where there is not an existing development pattern, a development could include a range of lot sizes.

- Additional recommendations for the Hardwick Farms Master Plan Development Area can be reviewed in the section regarding Future Land Use Special Areas.

Example Uses

- Single-family residential uses (both attached and detached) and accessory structures
- Small-scale multi-family residential structures
- Institutional uses, such as schools, churches, and public facilities
- Parks, open space, and recreation

High-Density Neighborhood Residential

The high-density neighborhood residential category allows for the highest intensity of purely residential development. Average lot sizes for single-family detached homes in high-density neighborhood residential areas may range from 0.16 to 0.5 acres. A density of four to 12 units per acre, with higher densities possible in some locations and in some multi-family development, is appropriate in this category.



Land Use Recommendations

- The desired character of high-density neighborhood areas varies by location. Areas surrounding the core of the city should emulate urban neighborhoods, whereas areas further from the core may reflect high-density suburban character. New residential development should be sensitive to existing character.
- Densities exceeding 12 units per acre may be appropriate in some areas, as determined by the city and an assessment of infrastructure capacity.

Example Uses

- Single-family residential uses and accessory structures
- Multi-family residential buildings including two-family, three-family, townhouses, apartments, and condominiums

- Institutional uses, such as schools, churches, and public facilities
- Parks, open space, and recreation facilities

Low-Density Neighborhood Mixed Use

The low-density neighborhood mixed-use category recognizes lower density developed areas which support a combination of residential, retail, service, and institutional uses at an appropriate scale to serve a neighborhood. This category applies to business developments along major thoroughfares at the fringe of urban areas. The uses in these areas should be focused on serving local populations and be developed with sensitivity to context. Priority should be placed on commercial, office, and semi-public uses in these areas however, residential development at densities up to four units per acre is suitable. Non-residential floor areas typically range between 10,000 and 20,000 square feet with a service radius of about two miles.



Example Uses

- Retail and services
- Offices
- Single- and multi-family residential
- Institutional uses, such as schools, libraries, churches, and public facilities

Medium-Density Community Mixed-use

The medium-density community mixed-use category supports a mix of land uses of appropriate scale to serve the surrounding community. The area should feature retail, service, office, and institutional uses in both horizontal and vertical mixed-use settings, while accommodating residential uses. Non-residential uses in medium-density community mixed-use areas feature a scale between 20,000 and 100,000 total square feet of floor area and a service radius of approximately five miles. Single-family detached residential units in medium-density community mixed-use areas feature average lot sizes between 0.16 and 0.5 acres. Residential densities up to 12 units per acre are appropriate in this category. These developments, somewhat like traditional downtowns, are automobile oriented and must include adequate parking for residential and business uses; however, a park-once experience supported by a pedestrian friendly environment is encouraged.



Development Recommendation:

- These developments, somewhat like traditional downtowns, are automobile oriented and must include adequate parking for residential and business uses; however, a park- once experience supported by a pedestrian friendly environment is encouraged.

Example Uses

- Commercial, retail, office, and service uses with a five mile service radii
- Personal and professional services
- Offices
- Mixed density residential
- Institutional uses, such as schools, libraries, churches, and public facilities
- Parks, plazas, and open space

High-Density Regional Mixed-use

The high-density regional mixed-use category allows for higher-density mixed-use developments appropriate for retail, service, office, entertainment, and residential uses to serve the region. These areas feature non-residential concentrations of 100,000 square feet of floor area or more and service areas of more than five miles. Densities ranging from two to 12 units per acre, with higher density development being appropriate in some areas, are appropriate in these areas. These developments are automobile oriented and should include adequate parking to accommodate residential and business uses; however a park-once experience supported by a pedestrian friendly environment is encouraged.



Example Uses

1. Regional scale retail and services
2. Offices
3. Multi-family residential
4. Parks, plazas, and open space

Central Business District

The Central Business District category allows for the range of uses and densities of development typically found in and around urban cores, including vertically mixed-use structures, with offices, service uses, retail, and other commercial uses on the ground level and residential and office units above. Commerce and business will be given precedent in the Central Business District, with residential uses serving as support or secondary in terms of land consumption. Residential uses are most appropriate in adaptive reuse or in mixed-use structures within the Central Business District. Special consideration for multi-family developments may be made for infill sites within the Central Business District. Residential densities within the area should range from four to 16 units per acre. Buildings in this area should feature a floor-area ratio between 1.5 and 3.0. Parking in these areas should be provided on streets and in shared lots or garages.



Land Use Recommendations

- Encourage pedestrian safety and connectivity within the district. The scale of new development should promote pedestrian activity.
- Use the **2004 Downtown Master Plan** for land use and redevelopment guidance.
- Promote a mix of residential units to include market rate and affordable housing.
- Development regulations applicable to the Central Business District should be analyzed to identify obstacles to redevelopment, infill development, and reuse.
- Encourage maintenance of the street wall and storefront design in this area.

Example Uses

- Retail, restaurants, and personal services

- Office space
- Residential uses above ground level storefronts
- Institutional uses, such as schools, churches, and public facilities
- Parks, open space, and plazas

FUTURE LAND USE SPECIAL AREAS

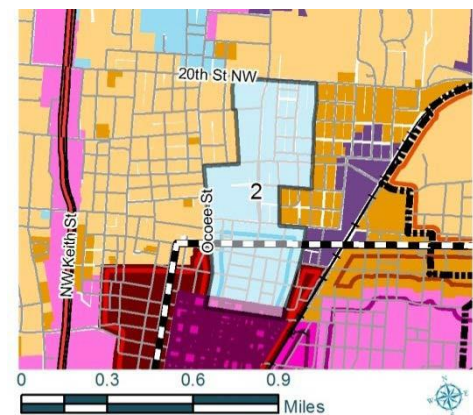
The *City of Cleveland Comprehensive Plan* provides development guidelines and recommendations for a series of special areas to recognize unique situations in terms of planning for future uses. These areas may have been selected due to anticipated development demand, future transportation improvements, or the presence of relevant and current plans. Two of these areas overlap the boundaries of the CCA: Area 2: Campus Area of Influence and Area 7: Historic Cleveland Downtown Planning Area. The following descriptions and development recommendations for these areas have been adapted from the *City of Cleveland Comprehensive Plan*.

Area 2: Campus Area of Influence

Lee University and surrounding support areas serve as a great asset to the City of Cleveland. Future land uses within this area may include institutional and residential uses, as well as support services and commercial uses.

Development Recommendation:

- Coordinate with Lee University regarding its master plan as it evolves within the campus area of influence.

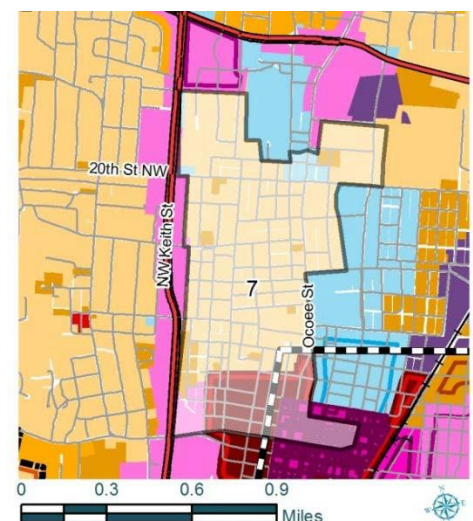


Area 7: Historic Cleveland Downtown Planning Area

The historic core of the City of Cleveland is a great asset. The Historic Neighborhood Association plans for future development within the historic district. The plans recommend maintaining the existing residential uses of historic properties.

Development Recommendation:

- Utilize the *Historic Downtown Neighborhood Association Plan* and *Historic Preservation Commission Design Guidelines* for redevelopment guidance.



FUTURE TRANSPORTATION ROUTES

A number of planned transportation improvements have been identified for the Central City Area. The following table lists those projects that are currently under construction and/or identified in the MPO's Regional Transportation Plan.

Planned Transportation Projects							
2035 Plan ID	Roadway	From	To	Project Type			Project Details
				Intersection	Upgrade	Widen	
Projects Underway							
E+C	Dalton Pike (SR 60)	20 th Street		X			Intersection improvement
2010 - 2025							
5	Spring Place Road	Dalton Pike		X			Widen approaches; modify signal
2026 - 2035							
72	Spring Place Road	APD 40	Kile Lake Road			X	Widen to five lanes with shoulder
77	Georgetown Road	Eureka Road	Rabbit Valley Road			X	Widen to five lanes with shoulder
Notes: E+C – Funding is available and the project is moving toward implementation.							

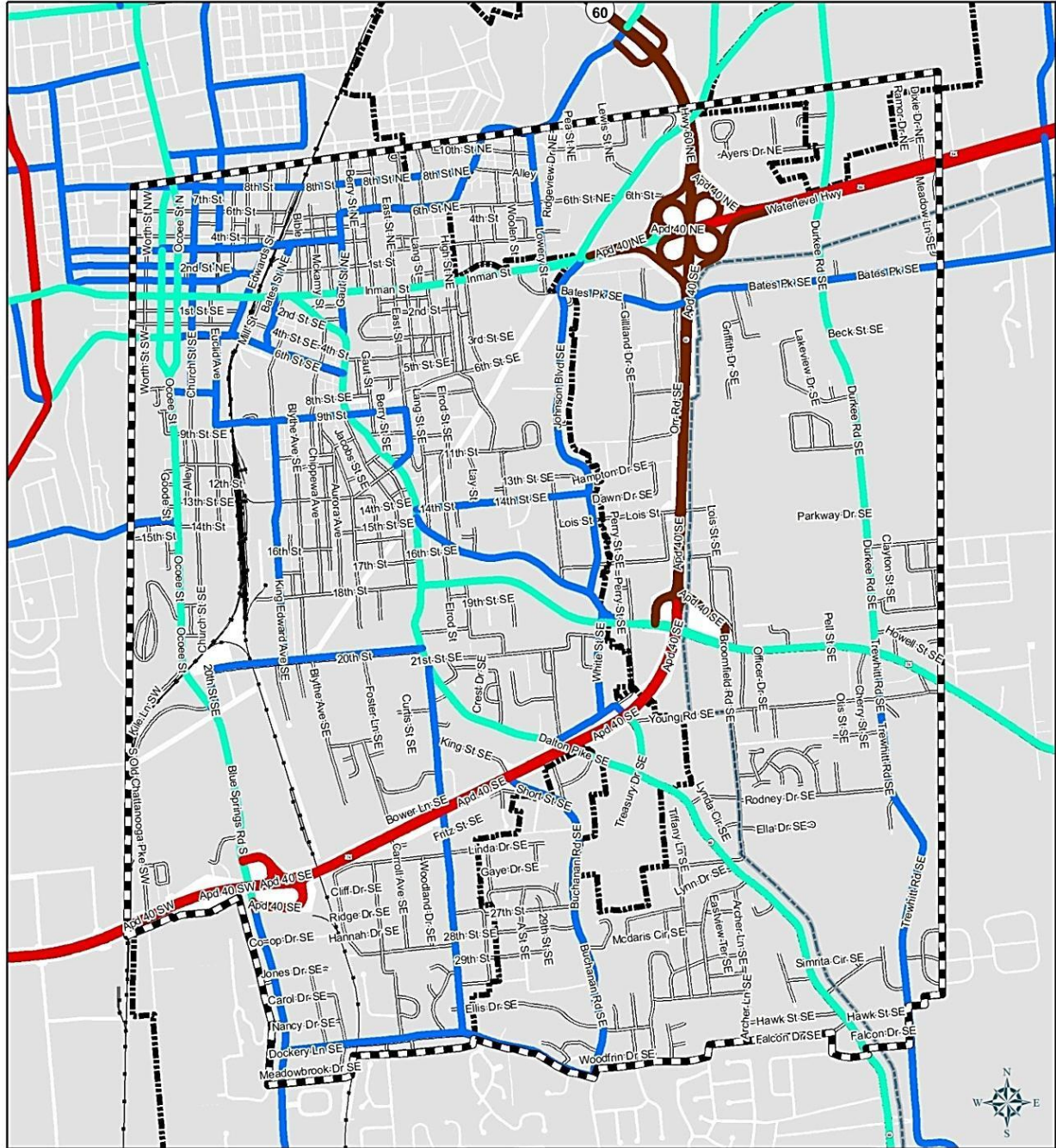
In addition to these projects, the MPO's **2035 Regional Transportation Plan** identifies a number of other improvements which are unfunded within the plan. These projects include:

- 8th Street from Benton Pike to Ocoee Street – Upgrading
- Dalton Pike from Inman Street to APD 40 – Widening
- Benton Pike (Gaut Street/6th Street) from APD 40 to Inman Street - Widening

The City's **Major Thoroughfare Plan** recommendations include the above facility improvements (funded and unfunded) and are reflected in the roadway functional classification changes, as depicted on the **Proposed Functionally Classified Roads Map**.

Other important transportation recommendations for the CCA include continued implementation of sidewalk, bikeway, and greenway improvements as called for in the **Cleveland Area MPO Bicycle and Pedestrian Plan** and in the **2004 Downtown Cleveland Master Plan**. The City's **Major Thoroughfare Plan**, which includes a range of Complete Streets applications, should be used when considering future transportation improvements in the Central City Area to ensure continued opportunities for walking, biking, and transit use.

PROPOSED FUNCTIONALLY CLASSIFIED ROADS MAP



Functional Classification

- Interstate
- Freeway/Expressway
- Principal Arterial
- Minor Arterial
- Urban & Major Collector
- Minor Collector



Proposed City Growth Boundary



City Boundary



Highways



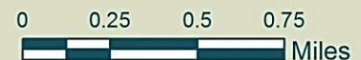
Railroads



Area Streets



Area Plans



FUTURE UTILITY SERVICE AREAS

Since the utility facilities and infrastructure required to support high levels of telecommunications, electrical power and natural gas service are already provided within the CCA, they will not be addressed in detail in this section, except to say that a robust offering of such services and the infrastructure and facilities to support them are essential to the high levels of growth and increased densities anticipated as a result of proposed redevelopment. No specific deficiencies have been identified in the utility infrastructure now serving existing development within this Area.

Dominating discussions of future development within the CCA has been the issue of redevelopment within the existing municipal boundaries of the City of Cleveland. Where such activities are anticipated will be essential that existing utility infrastructure of all kinds, but particularly potable water, sanitary sewers and storm drainage systems, be rehabilitated and, if needed, expanded in order to support the larger demand anticipated for them in future decades. If areas southeast of the city are to be annexed and given a higher level of water and sewer service, existing facilities may be inadequate to address those needs. Similarly, the regulatory requirements for addressing storm water run-off for re-development may require significant improvements to existing systems. Alternatives to centralized sewer or on-site septic may need to be explored for the unserved areas where septic systems are failing.

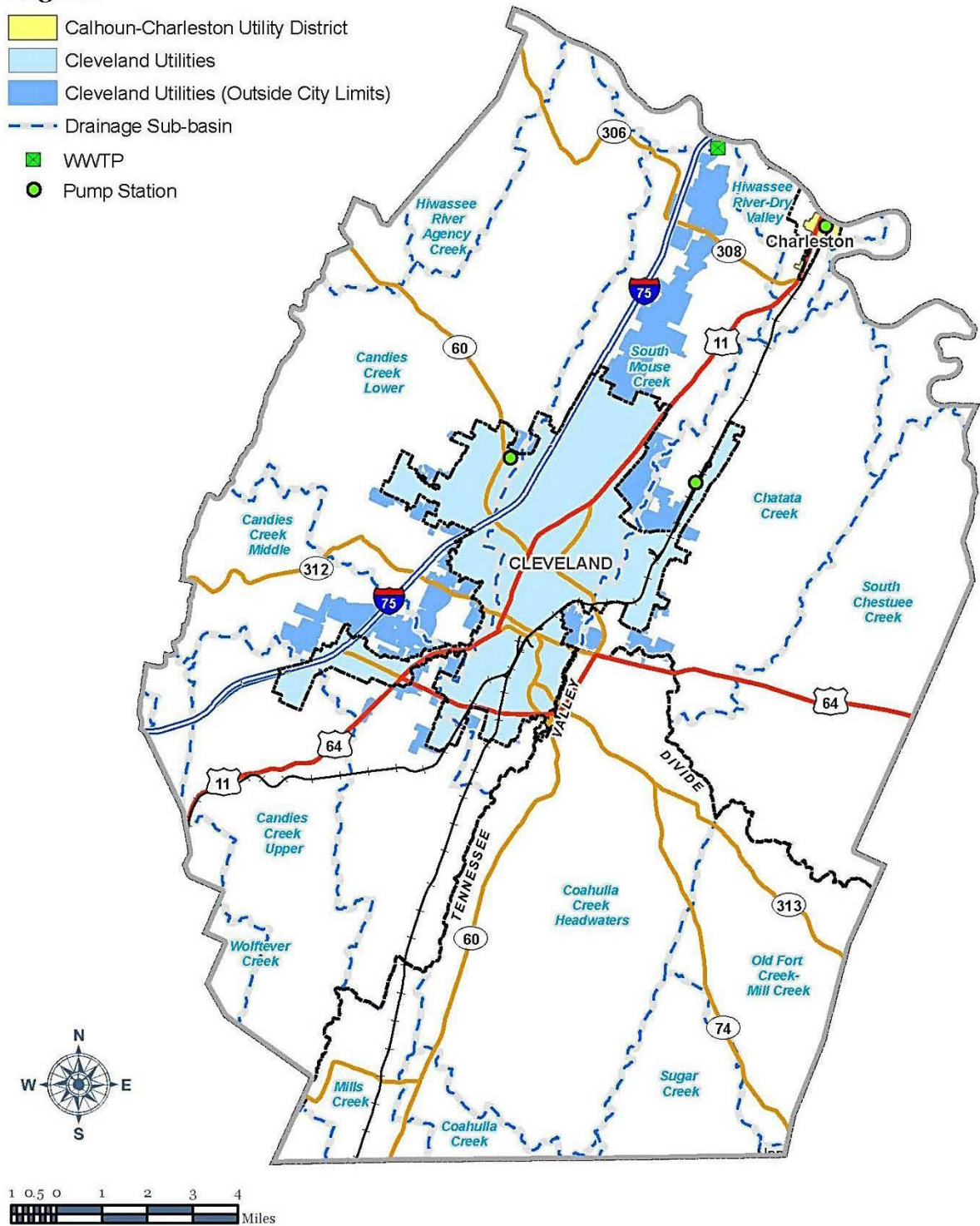
As can be seen in the **County-Wide Sewer Service Availability Map**, with few exceptions, the current municipal boundaries of the City of Cleveland within this study area are all located within either the South Mouse Creek drainage sub-basin or the Chatata Creek drainage sub-basin, both of which are currently served by a robust sanitary sewer system. Both of these drainage sub-basins also lie within the Tennessee Valley. A substantial strip of properties located outside of the Tennessee Valley Divide within the Coahulla Creek drainage sub-basin are currently included within the growth boundary of the City of Cleveland. If these areas are to be considered for future annexation, a plan will be needed to construct the infrastructure required to provide sanitary sewer service in these areas. Since a number of substantial areas within the growth boundary are already intensively developed, mostly residentially, the financial impact of providing municipal services infrastructure could be substantial. As noted above, in addition to the cost of constructing these facilities the cost of any downstream upgrades also required could also be significant.

A coordinated study of utility availability for the fringe areas in the CCA should be conducted to determine the cost of providing services and to analyze those costs relative to the benefits received by the city, county and affected property owners and tenants.

COUNTY-WIDE SEWER SERVICE AVAILABILITY MAP

Legend

- Calhoun-Charleston Utility District
- Cleveland Utilities
- Cleveland Utilities (Outside City Limits)
- Drainage Sub-basin
- WWTP
- Pump Station





Chapter 4: Action Strategies

OVERVIEW

Strategies are measurable actions the City of Cleveland and Bradley County can undertake to achieve the plan's identified goals. While most strategies are driven by enforcement provisions afforded to municipalities by the State of Tennessee such as zoning, local building codes, city ordinances, etc., market forces and local economic conditions also are important factors for change. Another tool for implementing strategies is the development of focus area plans. Cleveland has several focus area plans in place that serve as specific guides for future development relative to specific locations or Appropriate Uses that directly affect growth within the CCA. These include the **2004 Downtown Master Plan**, **2008 Cleveland Area MPO Bicycle and Pedestrian Plan**, the **2035 Long Range Transportation Plan**, and the **State Route 60 Corridor Management Plan** currently under development.

Another identified approach for implementation is coordination with other public, quasi-public, non-profit and private entities. Important partners for implementing the strategies for growth and development within the CCA are:

- The Cleveland Housing Authority
- Ocoee Outreach
- Cleveland Area MPO
- Economic Development Council of the Cleveland/Bradley Chamber of Commerce
- Habitat for Humanity of Cleveland
- Mainstreet Cleveland
- Greenway Board
- Southside Redevelopment Task Force

Lee University is and will remain an important private partner for the future development of the CCA, as will local banks and lending institutions. Many state and federal agencies are also important partners in achieving goals due not only to their enforcement of policy but their ability to provide funding for capital improvements, including planning, design, and construction of specific projects. The Tennessee Departments of Health, Environment and Conservation, Transportation, and Economic and Community Development have funding available to assist with project development as well as the federal assistance available through HUD, EPA, the Federal Highway Administration, the Economic Development Administration, and

the Appalachian Regional Commission, to list just a few available sources of funds. For example, Cleveland is a HUD Entitlement Grant recipient and receives approximately \$300,000 each year from CDBG to implement projects that:

1. benefit low-to-moderate income households;
2. eliminate slums and blight; or
3. address imminent health and safety concerns.

To summarize, the strategies identified below to achieve the stated goals for the future development of the CCA fall within four broad categories:

- Enforcement Provisions
- Focus Area Plans
- Coordinating Partnerships
- Capital Improvements Planning and Construction

STRATEGIES

The following are strategies identified to achieve the goals resulting from the Central City Area planning process. When considering implementation of these strategies, the city and its partners should fully consider the fiscal implications of these decisions and weigh them against the possible fiscal and public good which will result from their completion. When possible, available funding sources have been identified. Please note that several strategies will be repeated under several goals due to their similar relatively to multiple goals.

VACANCY RATES

Increase building occupancy within the CCA, particularly in locations inside the city limits.

Strategies

- Revise existing zoning codes relative to housing density in the areas of the CCA with adequate utilities to accommodate future growth and allow for fewer restrictions for mixed-use development in the Downtown or Central Business district.
- Work with neighborhood and faith-based, and other private or non-profit groups to engage in property maintenance assistance programs for lower income and elderly homeowners. Seek community based aid and solutions to home maintenance issues to assist homeowners rather than penalize them. Enforce codes relative to building upkeep, overgrown lots, nuisances and other code provisions to improve housing conditions and influence and enhance the marketability of existing housing as a last resort.
- Continue targeting the CCA with CDBG entitlement funds to improve the housing conditions in existing neighborhoods, to rehabilitate substandard housing as a means to neighborhood stabilization.
- Continue to utilize Tennessee Housing Development Agency HOME funds to rehabilitate substandard housing units within the CCA.

Strategies

- Continue coordination efforts with Habitat for Humanity of Cleveland and Ocoee Outreach to rehabilitate vacant substandard housing and provide infill housing opportunities.
- Pursue EPA brownfields funding to eliminate hazards associated with vacant industrial properties
- Pursue Economic Development Agency (EDA) funding and Tennessee “Fast Track” economic development grants to refurbish reusable vacant industrial properties.

PROPERTY OWNERSHIP / RENTAL RATIOS

Balance the ratio of owner occupied and renter occupied housing in the area, allowing for both opportunities in a well maintained environment.

Strategies

- Revise existing zoning codes relative to mixed-uses in order to be less restrictive for various housing types to be developed in downtown and throughout the CCA.
 - Continue to utilize CDBG entitlement funds to provide down payment assistance to low and moderate income households.
 - Coordinate with the Cleveland Housing Authority to pursue HUD funding for the conversion of section 8 rental assisted families to home ownership.
-
- Continue coordination efforts with Habitat for Humanity of Cleveland and Ocoee Outreach to provide homeownership opportunities within the CCA.
 - Coordinate efforts between non-profits, the Cleveland Housing Authority, and private lenders to make aware and educate eligible households about Tennessee Housing Development Authority homeownership opportunities.

LEED Silver Multi-Family Development



Source: Eco Magazine

HOUSING MIX / TYPE / MAINTENANCE

Increase mixed-use development in CCA with more infill multi-family housing to accommodate expected growth.

Strategies

- Revise existing zoning and building codes relative to mixed-use development to be less prohibitive for infill and multi-family housing downtown and throughout the CCA.
- Revise existing zoning codes to allow for higher density multi-family housing throughout the CCA.
- Pursue EPA brownfield redevelopment grants to clean-up hazardous sites for possible conversion to locations for future multi-family housing.
- Consider collaboration with the Cleveland Housing Authority to pursue “Choice Neighborhood” grants from HUD to revitalize and redevelop multi-family housing opportunities within the CCA.
- Encourage local lenders, non-profits, and local developers to participate in programs available through Tennessee Housing Development Authority, HUD and the Federal Home Loan Bank for the development of multi-family housing by the private sector and non-profit housing providers.
- Coordinate planning efforts with Lee University to encourage the development of multi-family student housing in downtown.

CONNECTION WITH DOWNTOWN PLAN

Implement the 2004 Downtown Master Plan.

Strategies

- The ***2004 Downtown Master Plan*** should continue to be the guide for downtown development.
- During the planning process, Mainstreet Cleveland revealed that improvements along Inman St. have been slow but are progressing and the next phase of work would likely address portals and the Museum Square. The Downtown Master Plan should be updated to include these and the commonalities listed in Section B of the plan as priorities for implementation.
- Mainstreet Cleveland should continue to raise funds in order to supply the 50/50 match to fund the improvements listed above. This would also require cooperation and commitment on behalf of the city since they would supply the remaining match.
- The 2004 Downtown Master Plan lists other funding sources relative to each recommendation. The city and Mainstreet Cleveland should continue to investigate these sources and update them as necessary.

BROWNFIELD REDEVELOPMENT / REUSE

Vacant and blighted industrial properties, particularly parallel to the railroad tracks, will utilize brownfield redevelopment and infill practices to accommodate mixed - use / industrial development / open space / recreation.

Redevelop the Whirlpool site in coordination with Whirlpool and the surrounding community's engagement and input into a redevelopment strategy .

Strategies

- Refine the duties and responsibility of the Mayor's recently appointed Southside Redevelopment Task Force as the City's Advisory Board for all brownfield redevelopment activities and in general all redevelopment efforts within the CCA. Careful consideration should be given to the membership to ensure that the homeowners and property owners within the CCA are well represented.
- Tennessee Code Annotated Title 13 Public Planning, Chapter 20 Housing Authorities Law, Part 2 Redevelopment (Tenn. Code Ann. §113-20-201 – 217 (see appendix)) clearly and definitively outlines the powers and procedures of a public housing authority to act as the local agent for redevelopment. Two of the most significant powers being the ability to reassemble properties for redevelopment and the ability to finance redevelopment through bond indebtedness. To date, the Cleveland Housing Authority has only utilized these powers for the acquisition of sites for the development of public housing to be owned by the Cleveland Housing Authority. However, the powers and authority of the Cleveland Housing Authority to develop a "Redevelopment Plan" for the vacant and underutilized industrial properties along the railroad as well as the soon to be vacant Whirlpool site are needed and necessary to achieve the redevelopment goals for the CCA. The Financing Authority enabled by the state to the Cleveland Housing Authority could also be utilized in addressing other CCA goals such as façade improvements to downtown structures, rehabilitation grants and loans for homeowners and property owners, as well as street, sidewalks and other infrastructure improvements. In general, these powers and authority could be used to preserve historic properties and stabilize the existing neighborhood south of the Whirlpool site.
- Another power enabled by the state housing authorities, industrial development corporations, or community redevelopment agencies is the utilization of TIFs or tax increment financing as a mechanism for financing redevelopment capital improvement projects. During this last session of state legislature, Senate Bill 3424 and House Bill 3670 amended the use of TIF's for the stabilization of blighted neighborhoods. This new authority and power afforded communities should be investigated and considered as a tool for the stabilization of the neighborhood south of the Whirlpool site, as well as other capital improvement projects in the CCA.
- The Economic Development Council of the Cleveland / Bradley Chamber of Commerce will be an important partner with the City to achieving brownfields redevelopment. Brownfields redevelopment will also be an important element of an overall redevelopment plan for the CCA. The federal agency of EPA has numerous grant programs available to communities for brownfields redevelopment. The City of Cleveland, county, and Chamber should develop a strategy for obtaining these grants and pursue brownfield redevelopment in the CCA. These grants include:

1. **Brownfields Assessment Grants** – provide funding for brownfield inventories, planning, environmental assessments, and community outreach.
 2. **Brownfields Revolving Loan Fund Grants** provide funding to capitalize loans that are used to clean up brownfields.
 3. **Brownfields Job Training Grants** provide environmental training for residents of brownfields communities.
 4. **Brownfields Cleanup Grants** provide direct funding for cleanup activities at certain properties with planned greenspace, recreational, or other non-profit uses.
- Lee University could become an important partner in redevelopment efforts within the CCA. The University's need for expansion as evidenced by their recent acquisition of properties in downtown will become important to the future growth of the City of Cleveland. The city should continue to coordinate planning efforts with the university as the institution acquires and redevelops property to the south into downtown Cleveland.

GATEWAY CONNECTIONS

Implement bicycle & pedestrian transportation plans and extend the Greenway into Downtown.

Strategies

- Update the **2008 Bicycle & Pedestrian Plan** to include a proposed route running through downtown along Inman St and Wildwood Ave. The connector should also run along Dye Creek and connect to the neighborhood directly south of the Whirlpool Site.
- As a commitment to the preservation of Cleveland's historic neighborhood south of the Whirlpool site, implementation of the proposed sidewalks and bike routes \ lanes (Pedestrian Network Phasing Plan & Bicycle Network Phasing Plan) should begin in the neighborhood south of the Whirlpool site, extending to residential areas south of Blythe Bowyer Elementary School and north to downtown. The proposed greenway connection through downtown should extend further south to connect this neighborhood to the network as well.
- Add a Greenway connection to sidewalks in the historic neighborhood to link to Inman Street connectors.
- Continue to pursue federal and state grants to fund the projects. The **2035 Long-Range Transportation Plan**, Cleveland MPO Transportation Improvement Program, and **2008 Bicycle & Pedestrian Plan** list various funds and sources that the City should pursue.
- Transportation Improvement Program (TIP) – The TIP prioritizes the most immediate transportation project needs within the Cleveland MPO's **2035 Long Range Transportation Plan**. The TIP is updated every two years, so recommendations specific to the CCA should be programmed into the document.

NEIGHBORHOOD SAFETY

Implement Principles of Crime Prevention Through Environmental Design (CPTED), especially in areas designated for redevelopment and reinvestment.

Strategies

- Crime Prevention Through Environmental Design (CPTED) is an approach to deter criminal behavior through design of the built environment, and strategies seek to influence offender decisions before a criminal act is committed. The city and county should utilize this approach to physical planning when undertaking redevelopment activities in the CCA. This approach is primarily comprised of four principles set to reduce crime and improve the overall quality of life. The four principles are:
 1. Natural Surveillance – “see and be seen” / lighting / landscaping
 2. Natural Access Control – directing traffic
 3. Territorial Reinforcement – sense of ownership through pavement options, landscaping, signage, etc.
 4. Maintenance – “broken window theory” / neglected properties collectively increase crime rates.
- As a testament to The City of Cleveland’s commitment to neighborhood stabilization and to preserve its historic neighborhood directly south of the existing Whirlpool site, the CPTED approach should be applied primarily in this area. Because this is an existing neighborhood, it would be more cost-effective to focus on the territorial reinforcement and maintenance principles of CPTED. Identified strategies for other goals listed within this document will simultaneously contribute to implementation of the CPTED approach, and those strategies are:
 - Continue to utilize Tennessee Housing Development Agency HOME funds to rehabilitate substandard housing units within the CCA.
 - Continue targeting the CCA with CDBG entitlement funds to eliminate slums and blight and rehabilitate substandard housing as a means to neighborhood stabilization.
 - Continue coordination efforts with Habitat for Humanity of Cleveland and Ocoee Outreach to rehabilitate vacant substandard housing.
 - Add a Greenway connection to sidewalks in the historic neighborhood to link to Inman St. connectors and implement strategies in the 2008 Bicycle and Pedestrian Plan while emphasizing a top priority on this neighborhood.
- Additional strategies include:
 - Provide adequate lighting free of blind spots along all current and future pedestrian routes.
 - Investigate landscape and pavement options relative to portals and entryways.

- Encourage residents to create a neighborhood association as a way for neighbors to work together and with city officials to address issues on neighborhood safety, blight, reinvestment, etc.

INFRASTRUCTURE / SERVICE AVAILABILITY

The city and county will capitalize on the availability of sewer main capabilities and Infrastructure within the CCA to accommodate expected growth .

Strategies

In order to maintain respect to the low tax structure identified by the public, stakeholders and elected officials as a guiding principal, capitalizing on the existing infrastructure would prove to be the most cost effective way to accommodate future growth. This area also contains many underutilized and vacant industrial properties with low property tax assessments, enhancing the likelihood of attracting future developers. Infill and redevelopment practices should be used to accommodate expected growth. During the planning process for development of the BCC 2035 Join Strategic Plan, several scenarios were investigated using various projections for growth within the CCA. The current carrying capacity of existing utilities was determined to be adequate for all scenarios.

MOBILITY

Analyze roadway safety to identify barriers to mobility, and make necessary improvements to ensure safe and efficient movement for users of all modes of transportation.

Provide clear directional signage guiding traffic from ADP 40 and other major routes into downtown.

Strategies

- Continue efforts to implement the capital improvements projects as identified in the 2004 Downtown Master Plan. Consideration should be given to updating the Plan in the near future to reflect the relocation of Whirlpool and its effect on the reduction of truck traffic in the downtown. The plan is currently eight years old and should be updated to reflect existing conditions as well as goals that evolved as a result of the CCA planning process.
- The Cleveland Area MPO Bicycle and Pedestrian Plan should reflect the goals related to mobility within the CCA the next time the plan is updated. In particular, gateway connectivity, greenway extensions into the CCA, and an emphasis on pedestrian and bicycle accessibility in the neighborhoods south of the Whirlpoolsite.
- When updating the city and county's zoning and subdivision regulations, consideration should be given to recommendations as outlined in Section 9.2 of the MPO Bicycle and Pedestrian Plan. As redevelopment and neighborhood stabilization occurs within the

CCA, connectivity to public facilities and the downtown will be an important consideration.

- Section 10.2 of the 2008 Bicycle and Pedestrian Plan lists all of the funding sources that were available to communities in 2008. The recently funded federal transportation bill MAP-21 (Moving Ahead for Progress in the 21st Century Act) consolidates federal transportation programs from 90 to approximately 30 programs. Section 10 of the 2008 Bicycle and Pedestrian Plan should reflect these changes in the sources of funding and the phasing of improvements that affect the goals of the CCA.
- During the CCA planning process, much emphasis was placed on sidewalks in the neighborhood south of the Whirlpool site and in particular children's ability to walk and bike to Blythe Bower Elementary School. Safe Routes to Schools is an excellent source of funding to address these concerns and should be identified as a priority for funding when the MPO updates the 2008 Bicycle and Pedestrian Plan.
- Wayfinding along APD 40 continues to be a concern. Improving the directional signage along APD 40 and other major routes should be studied further by the MPO, city, and county.

FLOOD MANAGEMENT

Flood remediation will be an important component of infill redevelopment, economic development, and the aesthetic character of the CCA .

Strategies

With help from the Tennessee Department of Environmental Conservation, the Southeast Tennessee Development District produced the ***Green Infrastructure Handbook for Local Governments: Using Water To Revitalize Tennessee's Towns and Cities*** that describes green infrastructure relative to stormwater management on three different scales – community, street, and site, and offers recommendations that are both environmentally friendly and cost-effective. Many of the recommendations are consistent with planning themes and strategies within this document, including the practice of infill and redevelopment and a complete street network.

- Utilize this short, easy to follow document to address flood concerns in not only an environmentally friendly manner but also as a tool to preserve tax dollars.
- Implement recommendations from the ***Green Infrastructure Handbook*** as a means to address stormwater management to simultaneously address other planning themes in this area plan.
- Continue to identify measures to reduce impervious surface area within the downtown, such as the opening up of the Woolen Mill Branch to create green space.

INMAN STREET – MAKING STREETS MORE PEDESTRIAN FRIENDLY IN THE DOWNTOWN

Implement the 2004 Downtown Master Plan and 2008 Bicycle and Pedestrian Plan to address traffic calming techniques and to promote increased pedestrian use.

Strategies

- The **2004 Downtown Master Plan** should continue to be the guide for downtown development and addresses traffic calming techniques through streetscape and complete street recommendations. Updates to this plan should be completed to reflect existing conditions and accomplished goals.
- The **2004 Downtown Master Plan** lists other funding sources relative to each recommendation. Mainstreet Cleveland and the city should continue to investigate and update these sources.
- Implementation of the **2008 Bicycle and Pedestrian Plan** can improve pedestrian accessibility and safety in the central business district and in the CCA.
- Support the creation of a special zoning district along Inman Street that supports the vision and recommendations of this plan.

STATE ROUTE 60-WILDWOOD AVENUE-DALTON PIKE IMPROVEMENTS

Pursue planned roadway improvements to and continued maintenance of Wildwood Avenue/ Dalton Pike.

Strategies

In addition to the widening and access improvement project currently under construction at the intersection of APD 40 and State Route 60, Bradley County, the City of Cleveland, the Cleveland Area MPO, and the State have entered into a Memorandum of Understanding (MOU) relative to corridor management along State Route 60. All parties have identified the following corridor management strategies for the future development of the SR 60 corridor:

- Access Management;
- Land Use Planning; and
- Roadway Design and Capacity

All parties also agree to:

- Develop corridor roadway cross sections with the State Department of Transportation as the lead agency; and
- Develop a corridor alignment and capacity plan that defines and preserves required future right-of-way as part of the comprehensive plan for Bradley County and the City of Cleveland.

When the roadway cross sections are developed and the corridor alignment and capacity plan is written, Bradley County and the City of Cleveland should adopt the documents as part of their comprehensive plans per the provisions of the MOU.

In addition to strategies outlined for the SR 60 corridor, the **2035 Regional Transportation Plan** includes recommendations for improving Wildwood Avenue/Dalton Pike. These recommendations include addressing sidewalk needs, including designated bicycle lanes, widening the intersection of Spring Place Road and Dalton Pike, and general corridor preservation strategies. These strategies should be pursued as part of this plan.